

11. SUPPORTING THE WORLD'S STRONGEST MILITARY FORCE

Still, this remains a dangerous world and peace can never be a time for rest, for maintaining it requires constant vigilance.... When we give our Armed Forces a mission, there is a principle we must keep in mind. We should never ask them to do what they are not equipped to do, but always equip them to do what we ask them to do.... As Commander in Chief, I have no higher duty than this: to make certain our troops can do their job while maintaining their readiness to defend our country and defeat any adversary; to ensure they can deploy far from home, knowing their loved ones have the quality of life they deserve.

President Clinton
November 1998

The U.S. military is the backbone of the Nation's national security strategy. In this post-Cold War era, the military's responsibilities have changed, but not diminished. If anything, they have become more complex and diverse. As the global leader of the post-Cold War era, the U.S. must maintain its military readiness and technological advantage to ensure that this leadership role continues. We, as a Nation, must provide our forces with the necessary support to carry out such a critical role.

To ensure that America's Armed Forces are fully prepared to meet the challenges of the next century, the President is proposing in the budget a long-term, sustained increase in defense spending. In keeping with his pledge to work with military leaders to address the Nation's defense needs, the President has determined that additional resources are necessary to maintain military readiness; procure modern and effective weapons systems; and provide appropriate pay, benefits and quality of life improvements for our service men and women. This multiple-year plan provides robust funding for such readiness components as unit operations and training, spare parts, recruiting and retention programs, joint exercises, equipment maintenance, and base operations.

The Department of Defense's (DOD's) Quadrennial Defense Review (QDR) embraces a defense strategy which includes shaping the international strategic environment and re-

sponding to near-term events, crises and threats while also preparing for future threats. The QDR is the strategic plan to ensure that our forces remain capable of executing the full range of global military operations into the next century. It identifies four major threats to U.S. security:

- regional dangers, such as cross-border aggression, as well as military challenges created by failed states, as in the case of Yugoslavia;
- the proliferation of the technology of weapons of mass destruction (WMD);
- transnational dangers, such as the spread of illegal drugs, organized crime, terrorism, uncontrolled refugee migration, and threats to the environment; and
- direct attacks on the U.S. homeland from intercontinental ballistic missiles or other weapons of mass destruction.

The budget fully supports the force levels, readiness, and weapons modernization goals of the QDR, thus enabling DOD to meet these demanding challenges (see Table 11-1). In particular, it provides additional resources for three priority areas: enhancing the military's abilities to respond to crises; building for the future with weapons modernization programs; and taking care of military personnel and their families by enhancing their quality of life.

Table 11-1. MILITARY FORCE TRENDS

	Cold War (1990)	2000	QDR Target
Army:			
Divisions (active/National Guard)	18/10	10 ¹ /8 ²	10 ¹ /8 ²
Air Force:			
Fighter wings (active/reserve)	24/12	13/7	12+/8
Navy:			
Aircraft carriers (active/reserve)	15/1	11/1	11/1
Air wings (active/reserve)	13/2	10/1	10/1
Total battle force ships ³	546	314	306
Marine Corps:			
Divisions (active/reserve)	3/1	3/1	3/1
Wings (active/reserve)	3/1	3/1	3/1
Strategic nuclear forces:			
Intercontinental ballistic missiles/warheads	1,000/2,450	550/2,000	500/500 ⁴
Ballistic missile submarines	31	18	14 ⁴
Sea-launched ballistic missiles/warheads	568/4,864	432/3,456	336/not over 1,750 ⁴
Heavy bombers	324	90 ⁵	92 ⁵
Military personnel:			
Active	2,069,000	1,384,806	1,363,000
Selected reserve	1,128,000	865,298	835,000

¹ Plus two armored cavalry regiments.

² Plus 18 separate brigades (15 of which are at enhanced readiness levels).

³ Includes active and reserve ships of the following types: aircraft carriers, surface combatants, submarines, amphibious warfare ships, mine warfare ships, combat logistics force, and other support ships.

⁴ Upon entry-into-force of START II.

⁵ Does not include 95 B-1 bombers dedicated to conventional missions.

Enhancing Military Readiness and Operations: American forces must be ready and able to respond and deploy rapidly to the full spectrum of crises. They must prevail when committed—whether in a major theater war, smaller-scale contingency mission, or counterterrorism operation. Specifically, the budget increases funding for readiness programs to ensure that the military sustains a high level of preparedness to carry out all of its missions and that flying-hour programs, recruiting efforts, manning levels, and unit training programs are fully funded.

Building for the Future With Weapons Systems Modernization: The U.S. military must be the best equipped in the world—it must have leading edge technologies and well-maintained equipment in sufficient numbers to meet mission goals. The budget increases funding to accelerate weapon systems mod-

ernization programs. It supports procurement of new warships, tactical fighter aircraft, and Army and Marine Corps helicopters as well as upgrades to Army ground combat vehicles. The budget also provides funding for research and development efforts that will lead to procurement of next generation weapon systems incorporating the most advanced technologies.

Taking Care of Military Personnel and Their Families: If the military is to attract and keep the best and the brightest, it must offer pay, retirement, and other quality of life benefits that compare favorably with the private sector and Government civil service, and that also recognize the often stressful circumstances of military life, such as long separations from family and dangerous missions. The budget enhances quality of life for military personnel through significant across-the-board pay increases, targeted pay raises with greater

rewards for performance, and retirement benefit improvements. Housing and educational benefits are also improved.

Nevertheless, we do not have unlimited resources with which to achieve these objectives. Rather, we must pursue them carefully within the constraints of available resources by utilizing efficient management and business practices to do more with less. The budget fully supports legislative and organizational management proposals, initiated under Secretary Cohen's Defense Reform Initiative (DRI), including proposals for additional base closures and competitive sourcing efforts.

Providing the Necessary Funding

For DOD, the budget proposes discretionary funding of \$268.2 billion in budget authority and \$261.8 billion in outlays for 2000 (see Table 11-2). This represents an increase of \$4 billion over the 2000 level assumed in the 1999 Budget. After accounting for lower inflation and other budgetary savings, a total of \$12 billion in additional program funding is provided for DOD, compared to the level assumed in last year's request.

Over the five-year period 2000–2004, funding for the Defense Department will total \$1,453 billion, an increase of \$64 billion above the levels assumed for these years in the 1999 Budget. Combined with savings from lower inflation and other budgetary and technical adjustments, a total of \$83 billion in additional program funding will be made available to the Department to meet critical readiness, personnel, and modernization needs. This figure grows to an increase of about \$110 billion over the six-year Future Years Defense Program. To reach these program levels, the Administration pro-

poses to increase the allocation for defense when Social Security reform is enacted.

Enhancing Military Readiness and Operations

Ensuring Adequate Resources: Maintaining high levels of readiness is our top defense priority. To allow U.S. forces to accomplish a wide range of missions, the budget provides robust funding for key operations and support programs, including unit operations and training activities, spare parts, recruiting and retention programs, joint exercises, equipment maintenance, and base operations. In addition, DOD continues to monitor its current and future military readiness through the Senior Readiness Oversight Council, the Joint Monthly Readiness Review process, and the Expanded Quarterly Readiness Report to Congress. The budget provides a \$4 billion increase in 2000 and more than \$20 billion over the next five years for selected readiness programs, including readiness-related procurement. This funding will ensure that the Services attain their traditional high standard of readiness by enabling them to meet their required training standards, maintain their equipment in top condition, recruit and retain quality personnel, and procure sufficient spare parts and other equipment.

Ensuring Successful Contingency Operations: The budget proposes funding for ongoing contingency operations—limited military operations in conjunction with our allies—in Southwest Asia and Bosnia in the Overseas Contingency Operations Transfer Fund and military personnel accounts. For 2000, this amount is \$2.9 billion. Congressional approval will allow DOD to avoid redirecting funds from standard operations and maintenance pro-

Table 11-2. DEPARTMENT OF DEFENSE FUNDING LEVELS

(In billions of dollars)

	Proposed				
	2000	2001	2002	2003	2004
Defense Discretionary Program Level:					
Budget authority	268.2	287.4	289.3	299.7	308.5
Outlays	261.8	269.4	279.3	291.2	300.9

grams to contingency operations, thereby helping to maintain the readiness of our force.

Shaping the Strategic Landscape Through Arms Control and Cooperative Threat Reduction: The President remains strongly committed to reducing the threat from weapons of mass destruction by implementing verifiable arms control agreements. To that end, the Strategic Arms Reduction Treaty (START) process remains a high priority objective of U.S. foreign, security, and non-proliferation policy. As START I implementation continues, the Administration continues to work hard to bring the START II treaty into force and, pending Russian ratification of START II, is preparing to discuss further arms reductions. In addition, implementation of the Chemical Weapons Convention is underway and the Administration will work with the Senate to ratify the Comprehensive Test Ban Treaty (CTBT).

Furthermore, the Administration proposes significant increases to threat reduction assistance programs in Russia and other states of the former Soviet Union that mitigate the danger posed by WMD, the proliferation of their loosely guarded fissile material components, and the scientific expertise behind them. These increases will strengthen the ongoing threat reduction effort by supplementing DOD's Cooperative Threat Reduction program (also called the Nunn-Lugar Program) and programs managed by the Departments of Energy and State. The budget proposes \$1.0 billion—\$285 million more than 1999—for this comprehensive and aggressive program in 2000. The DOD portion of this effort totals \$476 million.

Countering Asymmetric Threats: The President's request increases funding to enhance the Department's capability to counter asymmetric threats such as terrorism, proliferation and use of WMD, and threats to our critical infrastructure. Adversaries will increasingly rely on these unconventional strategies to offset U.S. military superiority. The budget provides over \$5 billion for programs to combat terrorism. Enhancements include improved awareness and training programs, worldwide vulnerability assessments, implementation of prescriptive standards for force protection, and increased resources for offen-

sive means to deter, defeat, and respond to terrorist attacks wherever they may occur. Funding of \$900 million for counterproliferation and defense against WMD programs improves our ability to locate and destroy chemical and biological weapons before they can be used and to defend against and manage the consequences of a WMD attack. The budget also proposes increased resources to protect critical infrastructures that support national security requirements, bringing this funding to over \$1 billion.

Executing Counter-drug Programs: DOD participates fully in the National Drug Control Strategy to stem the flow of illegal drugs into the country and reduce demand. DOD conducts its primary missions—to eliminate drug supply sources and prevent drugs from entering the country—by detecting and monitoring drugs moving to the United States, supporting domestic and foreign law enforcement, collecting and analyzing foreign intelligence, and supporting the activities of the National Guard under State counter-drug programs. DOD continues to fight illegal drug use in the military through prevention, education, and testing. The budget proposes \$788 million for DOD's counter-drug efforts.

Providing Humanitarian and Disaster Assistance: Given its global presence and unique capabilities, America's military is often asked to respond to international disasters and human tragedies. Such responses may come at the direction of U.S. commanders, who can respond quickly to regional problems, or at the President's direction when he determines that DOD is the appropriate agency to provide U.S. support. The proposed \$55.8 million for the Overseas Humanitarian, Disaster, and Civic Aid account will allow DOD to provide critical humanitarian and disaster assistance to support U.S. interests without cutting into the resources available for readiness. Also, \$34.4 million will be available in 2000 to support the President's Humanitarian Demining Program.

Maintaining the Nation's Nuclear Deterrent: Strategic forces remain an essential component of our military capability. Within treaty-imposed limits, their primary mission is to deter nuclear attack against the United States and its allies, and to convince potential adver-

saries that they will never gain a nuclear advantage against our Nation.

The budget proposes \$4.5 billion for DOE to maintain confidence in the safety, reliability, and performance of the nuclear weapons stockpile. DOE will perform this mission without underground nuclear testing in compliance with the proposed CTBT. To make up for the loss of testing, DOE plans to build new non-nuclear test facilities while upgrading the computer models it uses to predict the performance of nuclear weapons. The budget includes: \$248 million to continue construction of the National Ignition Facility at the Lawrence Livermore National Laboratory; \$543 million, for the Advanced Strategic Computing Initiative; and \$170 million for a new source of tritium to maintain our nuclear weapons stockpile.

Building for the Future With Weapons Systems Modernization

Addressing the Modernization Imperative: Modernizing weapons systems is critical to the future readiness of U.S. military forces. In the 1970s and 1980s, the Nation invested heavily in a wide range of equipment—including fighter aircraft, attack submarines, surface ships, helicopters, and armored vehicles—which enabled us to reduce weapons purchases and total defense spending in the early 1990s as we cut the size of U.S. forces after the Cold War. But the equipment bought in those prior two decades, the backbone of today's forces, is aging and must be replaced. When complex military equipment ages, it becomes more costly and more difficult to maintain and operate. More importantly, the decisive military advantage that new, superior equipment provides may help reduce casualties and facilitate a quick, successful resolution of conflict. For these reasons, weapons system modernization continues to be a high Administration priority.

The QDR determined that the Nation needs roughly \$60 billion per year in weapons procurement funding, beginning in 2001, to modernize U.S. forces and maintain the effectiveness of equipment already in the force. The budget provides \$53 billion for the 2000 procurement program, \$4 billion more than the 1999 level, and achieves the \$60 billion goal in 2001. In addition, the budget provides

\$7 billion to fund basic and applied research and development of advanced technologies that will lay the groundwork for procuring next-generation systems. These R&D activities and the educational activities they support are also vital to the Nation's strength in engineering, mathematics, and computer science.

Modernizing Ground Forces: In the near term, Army modernization emphasizes digitization of battlefield systems (discussed later in this chapter) and upgrades to existing combat equipment so that our ground forces will have a clear advantage over potential opponents. The Army will extend the useful life and improve battlefield performance of primary combat systems by integrating new navigation and data transfer technology, improving weapons and targeting systems, and augmenting vehicle protection systems. For example, the budget proposes \$652 million to upgrade the Abrams tank, \$352 million to improve the Bradley Fighting Vehicle, and \$787 million to procure Apache Longbow helicopters.

The centerpiece of the Marine Corps modernization program is the V-22 tilt-rotor aircraft that will replace the CH-46 and CH-53A/D helicopters now used to transport troops and equipment. The budget provides \$951 million to procure 10 V-22s which will have increased range, payload, and speed to significantly enhance Marine Corps tactical operations.

A sometimes overlooked, but no less important, part of ground force modernization is the replacement of aging combat support systems such as trucks. Both the Army and the Marine Corps are replacing their fleets of medium trucks by procuring new models.

In the long term, R&D programs aim to take advantage of leaps in technology to enhance mission-essential equipment. The budget funds critical development programs which will lead to procurement in the middle of the next decade, including \$433 million for the Army's Comanche helicopter for armed reconnaissance, \$286 million for the Crusader self-propelled artillery howitzer, and \$93 million for the Marines' Advanced Amphibious Assault Vehicle.

Modernizing Naval Forces: The budget continues procurement of several ship classes, including \$2.7 billion for three DDG-51 Aegis destroyers, and \$1.5 billion for two LPD-17 Amphibious Transport Dock Ships. The budget also provides \$440 million to procure the first ADC-X, a new class of combat logistics ships. The Navy budget continues advance funding for the major refueling overhaul of the second Nimitz-class nuclear aircraft carrier to enable the ship to stay in service another 25 years. The Navy also will procure long-lead material to construct the tenth Nimitz-class nuclear aircraft carrier as well as material for the next Virginia-class submarine. In addition, the Navy is undertaking long-term development efforts to design next generation destroyers and aircraft carriers, to be procured in the middle of the next decade. Both of these new ship classes will operate at lower costs than their predecessors by taking advantage of innovative technologies.

Along with new ships, the Navy will continue to develop and procure highly-capable weapons for a number of missions. For defense against missiles and aircraft, the budget continues procurement of Standard Missiles. The budget also supports the development of the Tactical Tomahawk missile, an improvement to the current Block III version of this ship-launched land attack weapon. The budget supports investments in ship self-defense to provide close anti-air defense for surface ships, and in gun and missile technologies to improve the Navy's delivery of fire support for Marines and soldiers ashore.

Modernizing Air Forces: For the United States to maintain its ability to dominate battles in the next century, substantial investment in new tactical combat aircraft is necessary. The budget supports three new aircraft programs. First, it provides \$2.9 billion to start full-rate production of 36 F/A-18E/F Super Hornets, which will become the Navy's principal fighter/attack aircraft in the next decade. Second, it funds the procurement of the first production lot of six F-22 Raptors, the Air Force's new air superiority fighter, at a cost of \$1.9 billion. Full-rate production of the F-22 should be achieved early in the next century. Third, \$477 million is provided to continue R&D of new materials and manufacturing processes for the Joint Strike Fighter (JSF).

The JSF is DOD's largest, most ambitious tactical aircraft program and is designed to produce a family of aircraft for the Air Force, Navy, and Marine Corps. It is scheduled to start replacing about 3,000 aging aircraft (F-16s, F/A-18C/Ds and AV-8Bs) in 2005.

Joint missile procurement programs include the Advanced Medium Range Air-to-Air Missile and the Joint Standoff Weapon. Procurement continues for the Joint Direct Attack Munition—an inexpensive guidance kit which transforms unguided bombs into precision guided munitions. In addition, the Navy's program to upgrade existing Harpoon missiles into Standoff Land Attack Missiles—Expanded Response continues. The budget also funds R&D into various munitions programs of the future, such as the AIM-9X Sidewinder missile and the Joint Air-to-Surface Standoff Missile.

DOD and its industry partners are developing Evolved Expendable Launch Vehicles to provide our military more efficient, economical access to space and ensure a competitive U.S. space launch industry able to provide continued access to space well into the 21st Century.

Developing Technologies to Defend Against Strategic Ballistic Missiles: The budget proposes \$837 million in 2000 to continue developing a National Missile Defense system to protect the United States from a limited ballistic missile attack. This is a very ambitious and technically challenging program, but if the United States decides in 2000 to pursue deployment, the budget will enable the Administration to deploy an effective system in 2005. The Administration's long-range defense plan includes about \$9.0 billion in 2000-2005 to cover development, procurement, and construction costs.

Developing and Deploying Defenses Against Theater Ballistic Missiles: The budget proposes \$2.9 billion to develop and deploy systems to defend against missiles that directly threaten U.S. and allied forces deployed to specific theaters. While the funding is primarily for research and development of advanced systems to meet future threats, it includes \$301 million to procure an advanced version of the Patriot missile and \$55 million for the Navy's Area Theater Ballistic Missile

Defense system which will be deployed in the near term.

Establishing Information Dominance: America's preeminence in using information on the battlefield has helped us establish the world's strongest military. The commander who can better observe and analyze the battle while disseminating highly accurate information to his forces has a powerful advantage over the adversary. Joint Vision 2010, DOD's vision for the future, focuses on the continued development of command, control, communications, computers, intelligence, surveillance, and reconnaissance capabilities. This effort will enhance the accuracy of weapons and allow more effective use of forces. The Army plans to "digitize" a division by the year 2000—that is, equip it so that accurate, timely information about the battle can be transferred rapidly among U.S. forces. The budget includes funding for Navy and Air Force automated command and control systems and land and space-based communications networks. It also includes funds for battlefield surveillance assets, such as unmanned aerial vehicles for all military departments. DOD, with the Department of Transportation, is also funding upgrades to the Global Positioning System navigation satellites to allow the United States to maintain a military advantage while providing enhanced navigation capabilities to civilian users worldwide. The budget provides funds to purchase national sensors (e.g., satellites) to help our leaders better anticipate, monitor, and respond to crises. These assets will play a key role in both military operations and national security decision-making, and will enable commanders to direct the battle and respond to threats more effectively.

Taking Care of Military Personnel and Their Families

Enhancing Pay and Compensation: The Administration is strongly committed to enhancing the quality of life of troops and their families, which is essential for retaining and recruiting high-quality personnel. The budget proposes a 4.4 percent pay raise, effective January 2000, and targeted pay raises for selected grades, to help ensure that military compensation remains competitive with private sector wages. In addition, the budget contains a proposal to enhance military retirement benefits.

Improving Other Quality of Life Programs: The budget includes substantial funding to improve the quality of health care, military housing, and child care programs. Enhancements to such family support programs can help reduce the stresses associated with military life, such as frequent family separations. The budget also increases funding for educational initiatives that will enhance learning opportunities for military and eligible civilian dependents worldwide by providing a full-day kindergarten program, reducing the pupil-teacher ratio to 18:1 in grades 1–3, and piloting a summer school program. These initiatives are commensurate with the President's educational programs designed to enhance learning opportunities in the early years.

Supporting Our Nation's Youth: The National Guard's Youth ChalleNGe program, authorized under U.S.C. Title 32, is a civilian youth opportunity program that provides military-based training, including supervised work experience in community service and conservation projects, to young people who have left secondary school prior to graduation. This activity provides life skills and experiences that enhance the employment potential of those participating in the program. For 2000, the budget sustains funding for this program at last year's level of \$62 million.

Managing Our Defense Resources More Efficiently

Pursuing Competitive Sourcing: DOD is implementing an aggressive competitive sourcing program for its infrastructure and support activities, including base utility services, general base operations, family housing, logistics support, training, property maintenance, and distribution depots. Competitive sourcing will produce estimated savings of \$6 billion from 1998 to 2003, with savings thereafter of at least \$2 billion annually.

Eliminating Excess Infrastructure: DOD has facilities that it no longer needs because infrastructure reductions have lagged behind force reductions. Excess facilities drain resources that could otherwise go to modernization, readiness, and quality of life. To address the problem, DOD will send legislation to Congress to seek two more rounds of base closures and realignments in 2001 and 2005. In addi-

tion, the budget supports an aggressive program to demolish unneeded infrastructure located on remaining bases.

Improving Financial Management: DOD is continuing to implement the most comprehensive reform of financial systems in its history. Both finance and accounting systems are being consolidated and overhauled. Internal controls are being strengthened to reduce and then eliminate "problem disbursements," reform the contractor payment process, improve computer security and fraud detection, and transform its financial statements. For example, DOD has cut the category known as problem disbursements from a total of \$34.3 billion in June 1993 to \$8.1 billion in August 1998. Such steps will provide managers with more accurate and timely financial information.

Streamlining the Civilian Work Force: Since 1993, DOD has cut its work force by nearly 29 percent, or about 269,000 positions, and it will continue to streamline its civilian work force while maintaining quality. As the QDR and DRI recommended, DOD plans to

implement further reductions of 60,000 full-time-equivalent civilian positions. During this drawdown, DOD will provide transition assistance for affected employees.

Implementing the Information Technology Management Reform Act (ITMRA): Also known as the Clinger-Cohen Act, ITMRA is designed to help agencies improve mission performance by effectively using information technology. One example is the Global Command and Control System, which supports U.S. forces by improving their ability to process and transfer critical military information quickly and accurately. The Secretary of Defense has established a DOD Chief Information Officer Council to manage DOD's annual \$26 billion information technology and command, control, and communication budget and provide advice on ITMRA-related issues. In addition, DOD is continuing to restructure its work processes while applying modern technologies to maximize the performance of information systems, achieve a significant return on investments, cut costs, and produce measurable results.